

Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 PM-07 NSC-10 SPC-03 SS-20 RSC-01 L-03

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R 181614Z OCT 73

FM AMEMBASSY OSLO

TO USCINCEUR

CINCUSAFE

INFO CGFMFLANT NORVA

CINCLANT

CINCUSNAVEUR

CSAF

JCS

SAFUSI WASHDC

SECSTATE WASHDC 7262

USDEL MC BRUSSELS

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USNMR SHAPE

S E C R E T OSLO 3871

MILITARY ADDRESSEES ALSO FOR POLADS

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TAGS: MARR PFOR NATO NO

SUBJECT: COLLOCATED OPERATING BASES IN NORWAY

REF: CINCEUR 120937Z OCT 73 (NOTAL)

OSLO 3653

JCS 291804Z SEP 73 (NOTAL)

1. EMBASSY WELCOMES BRIEFING BY TEAM FROM CINCEUR/CINCUSAFE
AND SUGGESTS AFTERNOON OF NOVEMBER 13 FOR PRESENTATION TO
AMBASSADOR AND COUNTRY TEAM. PRIOR CONSULTATIONS WITH
APPROPRIATE OFFICERS FROM AFNORTH AND MAAG COULD BE SCHE-
DULED AT EMBASSY AFTERNOON OF NOVEMBER 12. REGRET THAT CONFLICT
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HERE PRECLUDES ACCEPTANCE OF NOVEMBER 7-8 AS DATES FOR BRIEFING.

2. WE HAVE BEEN FAVORABLY IMPRESSED WITH GENERAL CONCEPT OF COLLOCATED OPERATING BASES IN NORWAY. FOR REASONS REFERRED TO IN OSLO 3653, HOWEVER, PROPOSAL IS SENSITIVE FROM VIEWPOINT OF POLITICAL IMPLICATIONS, AND OPTIMUM TIMING FOR OPENING OF NEGOTIATIONS MUST BE CAREFULLY CONSIDERED. ALTHOUGH WE ARE ENCOURAGED BY REAPPOINTMENT OF FOSTERVOLL AS DEFENSE MINISTER, IT COULD BE SOME MONTHS BEFORE WE ARE ABLE TO ASSESS THE INDEPENDENCE WITH WHICH THIS GOVERNMENT WILL BEHAVE ON SECURITY MATTERS. GIVEN THE HIGH DEGREE OF BILATERAL COOPERATION WE NOW ENJOY WITH NORWAY IN THE DEFENSE SPHERE, WE NEED A PROPOSAL ACCEPTABLE TO THE NORWEGIANS BUT ONE WHICH WOULD NOT THREATEN EXISTING RELATIONSHIP.

3. IN FORMULATING SUBSTANTIVE PRESENTATION, EMBASSY WOULD BE GRATEFUL IF BRIEFING TEAM COULD INCLUDE ANSWERS TO FOLLOWING QUESTIONS WHICH EMERGE FROM PRELIMINARY EMBASSY DISCUSSION OF THE SUBJECT (OUR COMMENTS APPEAR PARENTHETICALLY AFTER QUESTIONS):

A. WHAT ARE THE ESTIMATED COSTS FOR COLLOCATION AND IS NORWAY EXPECTED TO SHARE THE FINANCIAL BURDEN? (TAXES WERE A MAJOR ISSUE IN THE RECENT ELECTION CAMPAIGN AND THE BUDGET, DEFENSE SPENDING IN PARTICULAR, WILL BE EXAMINED CLOSELY BY THE NEW STORTING. IT WOULD APPEAR THAT ANY PROPOSAL FOR NORWAY TO SHARE COLLOCATION COSTS STANDS LITTLE CHANCE OF SUCCESS.)

B. UNDER WHAT CONDITIONS WOULD FORCES BE DEPLOYED TO NORWAY--ONLY IN "WARTIME", OR ALSO DURING "TIMES OF EMERGENCY" OR "THREATS TO THE NORTHERN FLANK"? (NORWAY AS A MATTER OF POLICY DOES NOT ALLOW EITHER FOREIGN TROOPS OR NUCLEAR WEAPONS STATIONS ON NORWEGIAN SOIL IN PEACETIME. THEREFORE ANY PROPOSAL THAT WE BE ALLOWED TO MAKE DEPLOYMENTS TO NORWAY UNDER A COLLOCATION AGREEMENT OTHER THAN IN WARTIME COULD BE INTERPRETED BY THE NORWEGIANS AS AN ATTEMPT BY US TO CIRCUMVENT, OR AT LEAST GET THEM TO MODIFY, THIS LONG-ESTABLISHED "BASE POLICY." WE FEEL THAT

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NORWAY WILL ALMOST CERTAINLY INSIST ON PRECISE DEFINITIONS OF CIRCUMSTANCES PERMITTING FORCE DEPLOYMENTS AS WELL AS ON THE RIGHT TO MAKE THE DECISION UNILATERALLY AND ON A CASE-BY-CASE BASIS. WOULD U.S. BE INTERESTED IN AN AGREEMENT IF THE RIGHT TO INVOKE IT WERE IN FACT SO SEVERELY CIRCUMSCRIBED?)

C. LOOKING AT VISIBILITY AND THE POSSIBILITIES OF EMBAR-

RASSING QUESTIONS FLOWING FROM OBSERVATIONS OF UNUSUAL ACTIVITY AT NORWEGIAN BASES, WHAT WILL BE REQUIRED IN TERMS OF THE SIZE AND NATURE OF THE U.S. PRESENCE FOR PREPARING THE BASES, THE VOLUME OF WRM'S, AND THE RESIDUAL U.S. SECURITY REQUIREMENTS? IF WE CAN'T GET ALL EIGHT BASES (SOME OF THEM ARE MAJOR CIVILIAN INTERNATIONAL AIRPORTS), WHAT ARE OUR PRIORITIES?

D. WOULD PERIODIC CONTINGENCY EXERCISES BE PART OF THE COLLOCATION AGREEMENT AND, IF SO, WHAT WOULD BE THEIR FREQUENCY, SIZE AND PUBLIC VISIBILITY?

E. WHAT IS MEANT BY "U.S. UNIQUE UNILATERAL COMMUNICATIONS" IN TERMS OF SCOPE, FUNCTION AND MAINTENANCE/ TESTING REQUIREMENTS?

F. DOES THE COLLOCATION CONCEPT PROVIDE FOR THE EAR-MARKING OF SPECIFIC FORCES FOR THE DEFENSE OF NORWAY? (IF IT DOES NOT, THE NORWEGIANS WILL UNDERSTANDABLY QUESTION THE VALUE TO THEM OF AN ARRANGEMENT WHICH, BUT DIVERTING AIRCRAFT FROM SATURATED BASES IN CENTRAL EUROPE, SIMPLY INCREASE THE LIKELIHOOD THAT NORWEGIAN AIR BASES WILL BECOME THE TARGET FOR CONCENTRATED ATTACK.)

G. IS IT POSSIBLE TO CALL THE PROPOSED AGREEMENT SOMETHING OTHER THAN COLLOCATED OPERATING BASES FOR NORWAY? (WE ARE THINKING HERE OF A SIMPLE COSMETIC DEVISE--PERHAPS SUBSTITUTING "FACILITIES" FOR "BASES"--TO DEFUSE ANY POSSIBLY UNFAVORABLE NORWEGIAN REACTION TO THE WORD "BASES" IN LIGHT OF THEIR WELL-ESTABLISHED "BASE POLICY."

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4. EMBASSY MOST APPRECIATIVE OF CINCEUR/CINCUSA/EFFORT TO PROVIDE AMBASSADOR AND COUNTRY TEAM WITH FULLER DETAILS OF PROPOSAL WHICH WILL FACILITATE OUR FURTHER DELIBERATIONS AND ASSIST US IN REACHING A MORE INFORMED JUDGMENT. BYRNE

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